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ABSTRACT

As part of a study designed to develop youth programs which would maximize social and occupational adjustment of minorities in the rural Southwest, this report contains a detailed description of the general framework and/or tentative guidelines for a Chicano youth program. Also included are operating principles for an American Indian program derived from study of Navajo and Papago youth. The Chicano program focuses on dropout prevention based on the relationship between lack of formal education and unemployment. As a comprehensive, coordinated in-school/out-of-school program designed to meet needs of rural youth (both Chicano and Anglo from 8th grade through 20 years), this program would: supplement established services; emphasize the pragmatic aspects of bilingualism; and merge the concepts of an "educational" program (in-school) with "manpower training" (out-of-school). The operating principles for the Indian program emphasize coordination between on-reservation and off-reservation programs; Indian involvement in policies, procedures, etc.; and total Federal support on a permanent basis. On-reservation goals emphasize teaching useful job skills and providing practical experiences which define ways Indian youth can help their people. Off-reservation goals emphasize getting along in the Anglo culture, but from an Indian point of view, considering such questions as how the Anglo work system operates. (JC)

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AN EXPERIMENTAL PROGRAM FOR ETHNIC MINORITY YOUTH FROM THE RURAL SOUTHWEST

This is Volume 4 of a Four-Volume Final Report on a Program of Research Conducted under Contract No. 41-2-002-27

by

Guy H. Miles and William F. Henry

to

MANPOWER ADMINISTRATION
U. S. DEPARTMENT OF LABOR

from

NORTH STAR RESEARCH INSTITUTE
3100 38th Avenue South
Minneapolis, Minnesota 55406
September 1974

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The report contains a detailed description of the general framework of a program for Chicano, Navajo and Papago youths living in the rural parts of the Southwestern states. It also constitutes the tentative guidelines for operating model projects within this framework.

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OVERVIEW OF THE STUDY

The goal of this research program has been to investigate the occupational adjustment of ethnic minority youth in the rural Southwest and to develop programs to maximize that adjustment. The research focused on Spanish-surname youth and Navajo and Papago Indian youths in rural counties in the states of Texas, Arizona, New Mexico, Colorado and California. The study design is similar to that of previous studies conducted for the Manpower Administration in the North Central states and in the Southeast.

The design for the research included four phases. In the first phase, a review of relevant scientific literature was conducted to determine the kinds of problems faced by rural youths of ethnic minorities in the Southwest. In the second phase a large number of intensive interviews were conducted with leaders of Southwestern rural communities having a high proportion of Spanish-surname residents; with Navajo and Papago tribal leaders; with individuals concerned with the education, employment, and well-being of ethnic minority youths in the Southwest; and with Anglo, Spanish-surname, Navajo and Papago youths and their parents.

The result of the first two phases tentatively defined the problems faced by the youths and provided some discussion of potential solutions to these problems. In addition, a large number of hypotheses concerning these rural youths were generated from the literature reviewed, the interviews, and previous research experience with rural youths in other regions of the nation.

The objective of Phase 3 was to test these hypotheses by surveying representative samples of Chicano youths, of Navajo youths, and of Papago youths. In Phase 4 the results of the survey were to be combined with information from the literature and from the interviews to develop guidelines for model youth programs for these populations.

The research covering Spanish-surname rural youth was conducted essentially as described above. However, the proportion of Navajo and Papago youths who responded to our survey was insufficient to allow tests of hypotheses.

This contingency had been discussed with DOL officials prior to North Star's undertaking the survey and it was decided that should an insufficient response occur, an attempt would be made to develop a model program for Indian youths on the basis of only the literature and the community leader results. Of course, this model is not as rigorous as one based on empirical data would be and is, therefore, less specific and precise than the program model outlined for Spanish-surname youths.

Results of the literature survey for each group of youths were published previously in two reports submitted to the Manpower Administration:

> Belding, Nancye, William F. Henry, and Guy H. Miles, "A Survey of the Literature Relevant to Spanish-surname Rural Youths in the Southwestern States". 1972.
>
> Schneider, William S., Nancye Belding and Guy H. Miles, "A Survey of the Literature Relevant to Indian Rural Youth in the Southwestern States". 1972.

Results of the other phases are reported in the four volumes of the present report:

Vol. 1	"Perspectives of Adjustment: Rural Chicano Youth". This volume reports the interview information regarding rural Spanish-surname youth.
Vol. 2	"Perspectives of Adjustment: Rural Navajo and Papago Youth". This volume reports the interview information regarding Navajo and Papago youths.
Vol. 3	"An Analysis of the Occupational Adjustment of Rural Spanish-Surname Youth in the Southwest". This volume reports the empirical data on rural Chicano youths.

Vol. 4 "A Model Program for Ethnic Minority Youth In the Southwest". This volume reports the guidelines for model rural youth programs, developed on the basis of the research.

This volume presents guidelines for two types of rural youth programs. The first is to be instituted in rural areas of the Southwest where there is a sizeable population of Chicano youths. The second is designed to meet the needs of Navajo and Papago Indian youths.

The various regions of the country have marked differences in population characteristics, economic base, and historical background. The program covered by these guidelines is structured upon the results of extensive research about the problems faced by Navajo, Papago and Chicano youths growing up in rural areas of the Southwestern states. It is unlikely that rural youths from other regions would benefit equally from this type of program.

Our research findings do show, however, that Spanish-surname youths in the Southwest have some major problems that are similar to those faced by rural youths in other parts of the country. Such commonality has influenced the development of the guidelines of the Spanish-surname rural youth program. Much of its basic framework has evolved from our experience with rural youths in the North Central States and in the Southeast.

SPANISH-SURNAME RURAL YOUTH PROGRAM

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SCOPE OF THE PROGRAM

Geographic Areas to be Served

This program would be established only in those rural counties in the Southwestern states in which the population is 10 percent or more Spanish-surname. For the purposes of this program, a county will be considered "rural" if it meets either of the following criteria:

1) There is no community in the county having a population in excess of 5000 people.
2) Sixty percent or more of the population of the county live in towns of under 2500 population.

Population to be Served

These guidelines are based on our research on Spanish-surname rural youth. For a number of reasons, however, the program is designed to enroll both Anglo and Chicano rural youths. First, if the program is to gain the favor and acceptance of the communities in which it operates, it must be available to all youths wishing to enroll. Second, it is neither possible nor lawful to limit enrollment to those youths who are Chicanos. More importantly, however, Anglo youth could clearly benefit from many aspects of the program.

Objectives of the Program

The major objective of this program is to maximize the opportunities for the youthful participants to achieve satisfactory occupational and social adjustment after completing the program.

Program Emphasis

This program has been designed to emphasize those experiences that have been shown, through objective research, to have the greatest positive impact on the occupational and social adjustment of Spanish-surname youths who grow up in the rural counties of the southwestern states.

The program stresses two major efforts: to prevent school dropouts, and to increase the capability of rural youth to adjust to the labor market or advanced education. In view of the well-established relationship between lack of formal education and unemployment, these two efforts are really reduced to one -- to eventually improve the enrollee's position in the labor market. From this point of view, one should not distinguish between an "educational" program for in-school youths and a "manpower training" program for out-of-school youths.

Because of the large number of dropouts that occur at the completion of 8th grade, the program provides counseling and a limited work experience component for 8th-graders in an attempt to reduce the dropout rate. There is also a high dropout rate among those who do enter high school, especially among youths from poor families. It cannot be assumed that only the low-ability students drop out. Every effort should be made to return these dropouts into the formal educational system. The out-of-school and in-school parts of the program are coordinated to achieve this end.

Our research substantiates the importance of the language barrier, especially as it relates to poor school performance among rural youths from Spanish-speaking families. Yet, most of these youths attend schools in which few, if any, of the teachers speak Spanish. The program outlined in these guidelines supplements the offerings of the local schools in a manner that brings bilingualism into the educational process in a pragmatic way.

Perhaps the greatest difference between this program and previous youth programs is its comprehensiveness. This is a coordinated in-school/out-of-school program to meet the needs of rural youths from eighth-grade to 20 years of age, regardless of whether these needs stem from poverty, an inadequate educational system, language barriers or from other sources. The unifying concept is that the program will supply the kinds of services that are known to have a positive effect on the future of these youths.

Rural communities vary markedly in the kinds of programs already being offered by existing institutions. No attempt will be made to provide educational, social, job preparation, or other services already being provided by other community institutions or programs. Where such services are being provided, though, the program will seek coordination and effective interaction with the providers of these services.

The program has a prescribed set of components that allow the project administrator to provide a broad range of services, training and education, if they are needed. In an urban setting many of these services would be provided by the schools, neighborhood centers, Employment Service offices, private enterprise or other existing government or privately sponsored programs. In most rural communities in the Southwest these institutions do not exist; the services they would provide in an urban community are not available to young people growing up in the rural community.

This program is not committed to encouraging rural youth to migrate to the city. Such a commitment would be antagonistic to the purposes of the rural people and rural communities that the program is trying to serve. On the other hand, it is clear that many of the rural youths who will participate in the program will move to the city, at least for a period of time.

Any training or other services provided by the rural youth projects should be equally applicable to urban or rural life.

Use of Resources

Existing facilities and services should be utilized by the local sponsor whenever possible. In some cases it may be possible to pool or coordinate existing facilities or services; in others, joint utilization of existing facilities by the youth program and other programs or agencies may be accomplished through transportation linkages.

In general, the highest priority should be placed on using resources that can be obtained without cost. For example, use of free education or skill training from public high schools and vocational schools, community colleges, or other agencies. If such free services are not available, priority should be given to obtaining paid services from school systems, community colleges, trade schools, business firms, or other community agencies. Sponsor-provided training and educational services may be provided only if other training or educational facilities are not available or if the sponsor-provided services are demonstrably superior to those obtainable elsewhere.

Enrollee Eligibility

Other youth programs in rural areas are oriented essentially to the high school age population. Our research has shown that such an age limitation would make it impossible to address many of the problems faced by Spanish-surname rural youth in the Southwest. Thus, this program will enroll youths in the later elementary grades and serve them until they graduate from high school or attain the age of 21, whichever comes first. This procedure will allow the program to enroll younger youths in an effort to prevent the dropout problem that is so acute with this population, and to enroll older dropouts.

Within this age limitation, a youth will be enrolled if he meets any of the following criteria:

In-School Program

Eighth-Grade. Eighth-grade enrollment will be restricted to those who meet all of the following criteria:

1. The student's family income is below an established "poverty" level,
2. The student is a potential dropout because of financial problems,
3. The student is deemed likely, by his or her teachers, to continue in school if financial assistance is given in the form of wages for part-time work, or if special counseling could be provided to the student and/or the student's parents.

High School. A person who is attending high school will be eligible if:

1. He meets one or more of the following individual criteria:
   a. The student's family income is below an established "poverty" level,
   b. The student's family speaks only Spanish in the home,
   c. The student is a potential dropout.

or, 2. He attends a school that meets one or more of the following criteria:

a. A school which has inadequate job preparation for its students (no school counselor -- either trained or untrained -- no job familiarization, no vocational training, etc.),
b. A school in which the total enrollment in grades 10, 11, and 12 is less than 100 (an average of 33 or less per class),
c. A school in which less than ten percent of the teaching staff is of Spanish surname.

Out-of-School Program

A person who has left full-time attendance in school prior to graduation from high school will be eligible if he or she meets both of the following criteria:

1. The person is "disadvantaged", as defined by the Manpower Administration,*
2. The person is unemployed or employed in a job that consistently averages 20 hours a week or less.

Youths attending school less than 20 hours per week are eligible as out-of-school enrollees if they meet the above two eligibility requirements.

The following restrictions will apply to enrollment of out-of-school youths:

1) Applicants who are already qualified for referral to suitable employment or advanced training in other manpower programs shall not be enrolled.

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*Note: The dropout who is not "disadvantaged" by this definition might still be eligible for participation in the in-school program if he re-enrolls in school.

2) Applicants shall not be enrolled if evidence indicates they are primarily interested in or in need of an immediate wage job, rather than a training program.

3) A person shall not be deemed eligible for benefits under work experience programs on the basis of poverty if his lack of income results from his refusal, without good cause, to seek or accept employment commensurate with his health, age, education, or ability.

ENROLLEE GOALS

Any of the following goals may be set within the framework of this program for the in-school enrollee.

1) become enrolled in a post-high school education or training program;
2) acquire the basic academic skills necessary to holding a job;
3) increase the enrollee's employability through occupational and personal counseling, job familiarization, and related services;
4) acquire the ability to perform a particular kind of job;
5) learn the tool skills essential to learning other, more advanced skills later;
6) enable the low-income youth to continue in school (this is the only goal of the 8th-grade program).

Any of the following goals may be set within the framework of the program for the out-of-school enrollee:

1) return enrollee to regular school attendance and, where needed, to the status of an in-school enrollee;
2) secure a General Education Development (GED) certificate;
3) increase the enrollee's employability through job placement, occupational and personal counseling, job familiarization and related services;
4) acquire the basic academic skills necessary to holding a job;
5) become enrolled in a college or technical school;
6) qualify for a license in a skilled occupation;
7) qualify for an apprenticeship program;
8) acquire the ability to perform a particular kind of skilled job.

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PROGRAM COMPONENTS

Overview

Within the limits of a prescribed set of program components, the program is individualized to fit the needs of each enrollee. The components from which the project director can develop his program are listed below. Those components marked "*" are mandatory for all enrollees.

*Intake
*Assessment
*Counseling
    Vocational/Educational
    School
    Personal/Coaching
*Orientation
 Education
 Training
 Work Experience
*Orientation to Work and Higher Education
    *World of Work Information
    *Orientation to Higher Education
    *Occupational Familiarization
    *Orientation to Armed Services
 Social Skills Development
     Preparation for Urban Living
     Financial Training
     Leadership Development
     Driver Education
 Supportive Services
    *Health Services
     Transportaton
     Day Care
 Opportunity Development
     Job Development
     Placement
     Follow-up

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Intake

Recruitment/Outreach

Provision must be made to insure that all eligible youths are aware of the project and have the opportunity to enroll. Proposed budgets should allow for advertising, personal contacts, presentations to schools, and the hiring of the staff required to locate and contact both students and school dropouts. All staff engaged in any form of recruitment must have an accurate and current knowledge of the project's program content and goals. Recruitment of in-school enrollees will require the cooperation of school authorities and personnel. The final screening and actual enrollment are the responsibility of the Rural Youth Program sponsor.

Role of Intake Interviewer

The intake interviewer is responsible for screening applicants for program eligibility and for completing application forms. He must clarify, for the applicant, the relationship between the applicant's expectations of the project and the program content. He will help the applicant to decide whether he can indeed profit by his Rural Youth Program experience. Because the intake interviewer is one of the first persons to meet an applicant, it is crucial that he be sensitive to and aware of the problems facing the people with whom he is dealing.*

Role of the Counselor

The counselor, who is given the basic information gathered by the intake interviewer, conducts an initial interview with the applicant and discusses the project's goals and the enrollee's goals. He then makes

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* Intake interviewers and counselors should speak both English and Spanish fluently and preferably should have close personal ties to the Spanish-surname community.

arrangements for testing (when appropriate)[1/], for the acquisition of school and other pertinent records, and for ongoing personal and vocational counseling.

Assessment

Soon after enrollment, a counselor should interview each enrollee to assess the enrollee's potential for academic and skill learning; his vocational interests, personality, and academic and skill achievement; and environmental factors that may affect his performance.

On the basis of the information gathered during the initial intake and counseling activities, the counselor and the enrollee will work together in designing a tailor-made, personal Employability and Training Plan. The Employability and Training Plan (ETP) will follow the general outlines given below and will be placed in the enrollee's file.

[1/] Rural youth projects that use tests as selection instruments or use the services of private or public employment, counseling, or testing agencies for the purpose of selection, must have available evidence that any tests used for selection or referral are in compliance with the guidelines issued by the Equal Employment Opportunity Commission on employment testing procedures. Basically, tests are to be used only for occupations for which the tests have been validated; and, when technically feasible, a test should be validated for each minority group with which it is used.

EMPLOYABILITY AND TRAINING PLAN OUTLINE

1. Statement of the Applicant's Current Status

A clear statement of the applicant's current status is required. This statement should have three main headings:

a. the qualifications of the enrollee;

b. a statement of the circumstances which cause the need for educational, training, or supportive services, or for other services offered by the program;

c. a statement explaining the enrollee's current status in the labor force and his probably sources of future employment.

2. Statement of the Plan

A clear statement should be made of the goals set cooperatively by the enrollee and the counselor. This statement will be accompanied by an outline of the enrollee's capabilities, qualifications, and needs with respect to attainment of the stated goals.

The counselor and enrollee will prepare a Training Outline and Schedule for the enrollee which is in conformity with the enrollee's ETP. The Training Outline and Schedule will identify the mix of project services and resources that will be utilized in helping the enrollee attain the goals in the ETP. In addition to an outline of the strategy that has been set for meeting the enrollee's goals, a timetable will be included showing when each segment of the schedule will be completed. Thus, the Training Outline and Schedule should tell who will do what, when, and how.

As changes become necessary, the changes and the reasons for making them shall be recorded as a part of the ETP. Changes should be included as supplements to the original plan and should be typed on sheets headed "Change". Revision in the Plan or changes in the trainee's long-range schedules shall become effective only when they are set down on paper.

Counseling

Organization

Upon enrolling in the Rural Youth Program the enrollees will be assigned to a counselor. All activities relating to the trainee's individual plan will be coordinated by the counselor. This will include conducting a monthly conference with each enrollee to review his progress, make necessary recommendations, and develop a plan for implementing the recommendations. Communication with all relevant staff shall be coordinated by the counselor to insure that individual staff persons do not work at cross purposes.

The counselor will be responsible for assisting the enrollee:

1) through vocational/educational counseling;
   a) to assess his vocational and educational interests, his abilities, and his weaknesses so that he can develop a suitable training plan,
   b) to develop and implement his Employability and Training Plan,

2) through personal counseling/coaching;
   a) to deal with obstacles which might prevent him from implementing his training plan.

The counselor can delegate responsibility in one or more of these areas (to a school counselor or to a paraprofessional coach, for example).

Vocational/Educational Counseling

It is not the intent of this program to duplicate counseling services already available to the enrollee through other institutions in the community. If, for example, the enrollee attends a school that has a staff member assigned as counselor, then his school counselor should be consulted prior to drawing up the enrollee's Employability and Training

Plan. To the extent possible, the school counselor should be relied upon to provide educational and vocational counseling services for the enrollee. The school counselor should be made aware of the enrollee's status in the Rural Youth Program, the contents of the enrollee's Employability and Training Plan, and the services that are available to the enrollee through the program.

If, however, the school counselor's caseload is too large to allow him to give adequate attention to the vocational or educational counseling of the enrollee, or if the enrollee believes he is not being adequately counseled, additional vocational and educational counseling can be provided by a Rural Youth Program counselor.

If the enrollee is a school dropout or attends a school that has no counselor, then the program must provide him with adequate vocational and educational counseling.

Vocational and educational counseling provided to enrollees by the program should increase the number of options available to the rural youth by providing him with information about education, training, and community resources and with vocational information. An effort must be directed toward providing vocational counseling that is appropriate for the young rural-to-urban migrant. The counselor should have accurate knowledge about the employment opportunities in the rural area served by the program and in those major cities to which his enrollees are most apt to migrate, the skills and knowledge requirements for pertinent jobs; and the educational, training, and remedial resources available in his rural area and in the nearest urban centers.

School Counseling

One of the aims of the Rural Youth Program should be to insure that every youth who attends school in the rural area being served has the services of a school counselor available to him.

Priority should be given to helping school administrators provide their own counseling services with minimum cost to the Youth Program. One possible arrangement is to have two or more small schools share the cost of hiring a counselor who would work part time in each school. Another arrangement could be to have the school assign as school counselor one of its teachers who is not trained in counseling; the Youth Program could then send a trained counselor to the school once a week to consult with and aid in the training of this teacher.

If the school has no counselor and no feasible arrangements can be made for the school to obtain a counselor, then all the students in the school are eligible to enroll in the Rural Youth Program. If sixty percent of the school's students enroll in the Youth Program, and the school administration approves, the school can be considered a delegate agency of the program. A counselor can then be hired by the Youth Program and assigned to the school. The school, in this case, should agree to provide, without charge, adequate office facilities for the counselor and adequate classroom facilities for use by the program leaders in providing such services to the enrollees as orientation to the program and to the world of work. The counselor's services would also be made available to nonenrollee students on an agreed upon cost per hour which would be paid to the program sponsor by the school.

When a school has no counselor but less than sixty percent of the students in the school are enrollees in the Rural Youth Program, the enrollees will be provided educational and vocational counseling services by the counseling staff of the project. Preferably the counseling staff will utilize school facilities at no cost to the project. If such an arrangement cannot be made, other means, such as a mobile unit or transportation of enrollees to another facility, should be utilized. When less than sixty percent of a school's students are enrolled in the program, counseling services will not be made available to nonenrollees.

Personal Counseling/Coaching

The enrollee is likely to be faced with obstacles that could prevent him from carrying out his training plan. He may need personal counseling at the professional level if the obstacles are such things as lack of self-confidence, inability to get along with others, or emotional instability. Help at the paraprofessional or coaching level may be needed to handle monetary or transportation problems. The counseling staff may have to act as an intermediary between the enrollees and the school, his parents, the local authorities, and other agencies if he is to complete his training plan. The counselor to whom the enrollee is assigned is responsible for seeing that the enrollee receives these services, to the extent possible, when he needs them.

Counseling Staff

The staff will be made up of professional counselors and paraprofessionals. Provisions for in-service training should be included in the sponsor's proposal to insure that each staff member is aware of his responsibilities under the Rural Youth Program.

To the extent feasible, the racial/ethnic composition of the staff should reflect the racial/ethnic composition of the enrollee population. All staff members should be thoroughly bilingual. In selecting staff, both professional and nonprofessional, who may act as role models, persons indigenous to the project area should be given prime consideration.

Orientation

The purpose of orientation is to introduce the program to the enrollee and give him a clear idea of how it works to serve him. During the orientation period the enrollee should get basic information about program components and operational information, such as hours of work, nondiscrimination requirements, when and how he gets paid, and what is expected of him. Orientation should be conducted in groups and should be arranged in a manner that will help the enrollee feel at ease.

The orientation program should include the topics listed below. Orientation should be completed during the enrollee's first two weeks in the project.

a. Purpose of project
b. Organization of project
c. Program components
d. Project personnel
e. Nondiscrimination requirements
f. Rights of the enrollee
g. Rules of conduct for enrollees/program staff
h. Disciplinary measures and procedures
i. Limitations on activities
j. Hours of participation
k. Timekeeping
l. Rates of pay and incentive programs
m. Available supportive services

Education

The education component of the program deals with the teaching of generally accepted academic subjects. Enrollees who have dropped out of school should be encouraged to return to school. In some cases individuals who have positive attitudes toward school drop out because of situational factors, such as pregnancy or the need to help support their families. With minimal support from the Youth Program in the form of counseling, day care, transportation, or arranging for a part-time job, many such dropouts would return to school.

Other dropouts have negative attitudes toward school and schooling. They are frustrated and bored in the schoolroom and have little desire to do school work. Enrollees who cannot be persuaded to return to regular school may still need remedial education to compete successfully in the labor market. The Youth Program administrator should attempt to stimulate the development of regional remedial education services at Area Vocational Schools or Community Colleges. In the absence of such services within the community, they should be provided as a component of the Youth Program. The component may range from simple remedial education to preparation for a GED certificate.

It is important to avoid replication of the conditions that caused the enrollee to drop out in the first place. Emphasis should be placed on careful diagnostic procedures for placing the student at the proper level. Use of adequate equipment and materials to provide programmed learning and audiovisual aids offers the best means of permitting the enrollee to work at his own pace, not restricted to regular class hours, and of avoiding frustration and boredom. It is especially important in working with this dropout population to have bilingual instructors in charge of the remedial education component.

The education component need not be limited to use with school dropouts, however. One area in which rural youths -- even the good students -- tend to be weak is in communication skills. Many youths, both

Anglo and Chicano, have graduated from the rural school system without having learned the basic language skills necessary to function in jobs. Communication skills should be emphasized wherever possible as part of the other program components.

Training

The training component of the program emphasizes the development of job skills and techniques. Generally, skill training will be scheduled for school dropouts who do not wish to return to school and for in-school enrollees who are in their senior year in high school. Any appropriate and recognized training techniques may be used, including classroom, workshop, laboratory, and simulated production.

Skill training should be relevant to the enrollee's Employability and Training Plan and should be related realistically to the job market (either rural or urban) which the enrollee expects to enter.

The program should utilize training opportunities already in existence, if possible. A number of resources may be available, such as government-sponsored institutional training or on-the-job training, or vocational school and technical school courses. Community colleges offer skill courses in some areas; some unions have apprenticeship programs. Some government-sponsored training couples institutional training with on-the-job training leading into apprenticeship. Most of these opportunities, however, are in urban rather than in rural areas and the program director should not be bound by institutional approaches.

Sponsors may find it necessary to operate in their own facilities, providing the core curriculum courses, basic introductory skill courses, and work experience that would lead to placing the enrollee in a Work Training in Industry (WTI) assignment. WTI is an arrangement in which an enrollee is assigned to part-time or full-time employment with a private for-profit firm after sufficient orientation, work-experience and training. Wages are paid by the user-firm, while the enrollee still receives supportive services from the project.

Research fails to support the contention that most vocational training as it is now being taught in the secondary schools, leads to improved employability. However, office training such as typing, the use of business machines, and the teaching of general office skills may be expected to improve the employability of female students. In the areas of sparse population, the cost of offering an education is high and tends to limit the curriculum. Some rural communities are unable to provide office skills training. In such communities the Rural Youth Program training component should include training in these marketable skills. Whenever possible, the training should be given in school facilities at no charge to the project.

Project directors will be allowed sufficient flexibility to institute other skill training programs that can utilize existing school facilities. However, such training should lead to employment in a recognized occupation or should be preparation for apprenticeship or for a license to practice a trade.

Whenever possible, arrangements should be made with local school authorities to allow academic credits to participants in these skill training programs. These programs have the potential of enriching the offerings of the rural school so that they will be attractive to the dropout and motivate him to return to school.

Work Experience

Work experience is a productive work activity involving training, observation of practice, and personal participation in public or private nonprofit agencies.

It is neither necessary nor desirable that every enrollee be engaged in a work experience situation. The primary role of work experience in the in-school program is as a mechanism to provide income supplements large enough to prevent youths from dropping out of school either to contribute to supporting the family or for lack of money to pay for clothing, fees, or other minor expenses.

In the out-of-school program, work experience will be limited to those work situations that are directly relevant to the occupational goals that have been set for the trainee and which can:

1) provide opportunities which may lead to other, more advanced training;

2) provide for possible future employment at the worksite;

3) provide an opportunity for practical application of skill training learned in a classroom situation;

4) provide enrollees who are not able to benefit from more advanced skill training an opportunity to become accustomed to proper work habits and to receive training in the use of basic tools to meet the requirements for a semiskilled or skilled job.

The number of work experience slots in public settings is very limited in rural areas*. Priority for available work experience slots

*Unless a work experience component consists largely of "make-busy jobs" the work experience component alone cannot effectively provide the income supplements needed to keep rural youths in school. The program must also allow payment for time spent in other selected program components.

should be given to those youths from families with the very lowest incomes. The lack of an available work experience slot should not limit enrollment in the other nonwork components of the program, however. Every effort should be made to increase the number of work experience slots available for low-income youths in the in-school program.

Because of the large number of dropouts that occur before the ninth grade, the rural youth in-school program should cover all eigth-graders. It should provide a limited work experience component during the summer following 8th grade and an introduction to the nonacademic offerings, particularly the occupation-related courses and services of their local high school during the 8th grade school year.

Employers and worksite supervisors should be provided adequate orientation concerning the purpose of the Youth Program. Whenever possible, the employers and worksite supervisors should utilize the work experience situation as a vehicle to attain the objectives of job familiarization, occupational counseling, skill training, and cultural and social devleopment.

The extent of each enrollee's work experience should be determined by his individual financial need, work history and training goal, and must be expressed in his Employability and Training Plan.

Orientation to Work and Higher Education

World of Work Information

During the first six months of enrollment each out-of-school enrollee and each enrollee who is a senior in high school should receive at least 30 hours of instruction covering world of work information, orientation to higher education, and orientation to the armed services. Much of this information will be delivered to the enrollee through standard classroom procedures; but work sampling, field trips to public and private industries or organizations, and the use of films and other visual aids should be utilized as much as possible.

Each out-of-school enrollee will also receive formal instruction in occupational familiarization. Following the general principal that this program will not duplicate services already existing in the community, occupational familiarization will be an added component of the program for senior students who attend schools that do not provide adequate instruction in this area. "Adequate instruction" will consist of a formal class meeting at least once a week over a period of ten or more consecutive weeks.

The project director will be allowed flexibility in expanding this component of the program but will be responsible for providing at least the following minimum curriculum:

CONTENT OF WORLD OF WORK INFORMATION

A. Labor markets
   1. Gross patterns
   2. Urban jobs
      a. Problems and advantages for rural youth
      b. Large organizations -- how they function
B. Role of work
C. Labor unions, apprenticeships, and licensing

D. Sources of information

E. Everyday work routines

1. Calling in absences
2. Dress/grooming
3. Breaks, lunches
4. Time/hours of work
5. Getting along with supervisors
6. Getting along with co-workers

F. Careers

1. Promotions
2. Education
3. Related jobs

G. Job seeking

1. Sources of help
2. State Employment Service and fee agencies
3. Personnel offices -- what they are and how to find them
4. Filling out job applications
5. The job interview
6. Sources of information and referral
7. Screening and selecting potential jobs

H. Social Security -- what it is and how it affects you

I. What to do if you lose your job

1. Reactions to avoid
2. Unemployment compensation
3. Resumes and applications

CONTENT OF ORIENTATION TO HIGHER EDUCATION

A. College

1. Prerequisites
2. Scholarships and loans
3. Applying
4. Registering
5. Behavior in college
6. Description of schools
7. What to look for

B. Vocational schools

1. Prerequisites
2. How to choose a school
   a. Finances -- cost of training
   b. Jobs for which training is available and training for which jobs are available
   c. Quality of preparation
   d. Employer acceptance
3. Information on schools
   a. Location/name/costs, etc.
   b. Reports by graduates
4. Bogus vocational institutes
   a. What to look out for
   b. Sources of information

CONTENT OF OCCUPATIONAL FAMILIARIZATION

A. Occupational information

1. Kinds of jobs
2. Work duties
3. Pay
4. Fringe benefits
5. Working conditions
6. Hours
7. Location -- rural or urban
8. Promotions

B. Field trips

C. Work sampling -- work stations

D. Discussions with job incumbents

E. Films/literature on specific jobs and job clusters

F. Employment trends prospects

G. Training needed

CONTENT OF ORIENTATION TO THE ARMED SERVICES

Service in the armed forces involves options and opportunities for all young men and women. Information and explanations of these numerous, and sometimes complex, opportunities will help young people to take full advantage of the various opportunities for service, training, or vocational choice. This orientation program is designed to provide this information.

Research has shown that a disproportionate number of young men from rural areas who enter the armed services are poor achievers in school or have low intelligence. These same young men are usually unaware of the options or opportunities that are available to them in the armed services. The training or job-related experience available to them could be a valuable asset in their lives after the service.

The orientation program will make the young persons aware of training and job opportunities in the armed services and help them, to some extent, to know what to expect of life in the service. Physical examination requirements will also be described, for the same reasons. The needs of the young persons and of the services can best be served by informed and educated people who understand their service responsibilities and opportunities. This is the basic reason for including this component of the orientation program.

A. Utilization of military service
    1. Training opportunities -- transferability to civilian jobs
    2. Pay
    3. Advantages and disadvantages of service
B. Volunteering for service
    1. The various services
    2. Assessment and intake
        a. Physical and mental exams
        b. Importance of use of tests
        c. What to stress in completing forms and questionnaires
        d. Peace in taking tests

3. How to maximize opportunities to get assignments or training of interest

4. Military experience and preparation for service
   a. Rights of the serviceman and servicewoman
   b. Basic training
   c. Military justice
   d. Personnel factors -- pay, leave, assignments, MOS's

Social Skills Development

Preparation for Urban Living

The director of the Rural Youth project must recognize that many of his enrollees will move to the city. One of the objectives of the Rural Youth Program should be to aid rural youths in making the transition from rural to urban living, if that is their choice. Familiarization with urban living should be an integral part of each program component. Education, training, work experience, orientation to work and higher education, and counseling should all be aimed equally at rural and urban settings.

It is also recommended that the project have a regularly scheduled class in the problems of urban living which should be taught by a Spanish-speaking person who has had extensive and successful experience in working and living in a major metropolitan area. This course should consist of not less than ten class sessions of one hour each which would be attended by enrollees who are high school seniors and by all out-of-school enrollees. The following outline is recommended as a minimum curriculum for this part of the social skills development component:

CONTENT OF CLASS ON PROBLEMS OF URBAN LIVING

A. Your move to the city -- finding a place to live
    1. Locating a residence
    2. Problems of living with others
    3. Problems of living alone
    4. Leases
    5. Getting along with landlords/caretakers
B. What should you bring?
    1. Furniture
    2. Clothes
    3. Money
    4. Car

C. Urban transportation
    1. Urban driving
    2. Parking
    3. Public transportation
D. Food and diet away from home
    1. Buying and cooking
    2. Food stamps
    3. Co-ops
    4. Restaurants
E. Medical/Dental
    1. Where to go for help -- free and fee
    2. Vocational rehabilitation -- eligibility
    3. Hospital procedures
    4. Mental health help
    5. Drugs/alcohol/pot/pills
F. Legal services
    1. Where to go for help -- free and fee
    2. What to avoid
G. Agencies and institutions in the city
    1. Emergencies
    2. Churches
    3. Consumer aid
    4. Counseling
    5. Financial aid
    6. Financial advice
    7. Traveler's aid
    8. Unmarried mothers services
    9. Veteran's dependents and survivors
    10. Volunteer services
    11. Education and training
    12. Employment
H. Social activities
    1. Things to do in the city
        a. How to locate and use
        b. What to avoid
        c. You don't have to go home every weekend

2. Sports and hobbies
3. Parks and outdoor recreation
4. Meeting the opposite sex, dating, parties
5. Groups to join -- church groups, civic organizations, discussion groups
6. Tours
7. Educational opportunities
8. The city after dark

Financial Training

Each project shall offer training in consumer education and money management. This training should include the following:

A. The techniques in advertising that may mislead while encouraging purchases
   1. Door-to-door salesmen
   2. Telephone solicitation
B. Consumer education and consumer rights
C. Credit
D. Contracts/sales agreements
E. Personal finances and money
   1. Savings
   2. Interest
   3. Banks
   4. Insurance
   5. What to do if you are broke
F. Cars
   1. Buying, contract, interest
   2. Repairs
   3. Insurance
G. Taxes -- filing and regulations

Leadership Development

The project director will provide a program of recreational enhancement in those communities in which existing institutions fail to provide a broad range of extracurricular activities. This program will be utilized to provide opportunities for enrollee leadership, improvement of communication skills, or simply the opportunity to participate in activities when such opportunities would otherwise not be available. Through the school the project can sponsor extracurricular activities, such as public speaking, debate, drama, occupational clubs, and hobby clubs, when the school and/or existing youth oriented organizations, i.e., 4-H, scouts, FHA, etc., do not already provide such opportunities and when sixty percent or more of the students are enrollees in the program.

Driver Education

A job seeker who has a driver's license or chauffeur's license may be of greater value to an employer than someone who does not. Linkages may be made with the local Motor Vehicle Department and/or the driver education supervisor of the Board of Education to provide a driver training program.

Supportive Services

Health Services

The Rural Youth Program will provide each enrollee with a comprehensive health examination upon enrollment in the project. This examination shall include medical, dental, ophthalmic, and hearing examinations.

Any other medical services that can be obtained by the project on a volunteer basis without cost to the project may be included. Medical services and other related services can sometimes be obtained from such sources as community health centers, community colleges, civic organizations, volunteer community physicians, medical schools and Public Health agencies.

Full reports of all medical services furnished to enrollees through the project (with or without cost to the project) shall be maintained in the enrollee's file.

Transportation

Lack of transportation is one of the major obstacles to providing adequate services in the rural area. The provision of services to rural youth is no exception. Where public transportation is inadequate, sponsors are required to develop a plan for ensuring that the necessary transportation resources are provided so that enrollees are able to participate in the program components to which they are assigned. Sponsors may include such arrangements as the rental of buses or cars to transport enrollees from central pickup points to training, education, or work sites. They can establish car pools or provide for reimbursement of travel costs. The project may also reimburse the enrollee for the cost of necessary transportation between his home and a central pickup point or, if there is no pickup point, to th site of scheduled components. In all such arrangements, sponsors shall provide appropriate insurance coverage for enrollees in the event of death or injury incurred as a passenger or driver.

It may be possible to pool or coordinate existing transportation facilities among communities. Joint transportation resources could be developed with other programs, such as CETA, Welfare, WIN, etc. It is hoped that such sharing would encourage community interest in applying for transportation grants from state and federal sources.

Day Care

When lack of day care services for preschool children of enrollees impedes participation in the project, the project may arrange to pay for day care services or to provide day care services.

Opportunity Development

Job Development

The main objective of job development is to create job, higher education, or additional training opportunities that will be a logical conclusion to the enrollees' Rural Youth Program experiences.

In the areas of higher education or additional training, this development may consist of finding additional monetary support that will enable the enrollee to continue his education or training; it may take the form of referral to other training programs or referral to agencies that sometimes support higher education.

The development of job opportunities may be handled in a number of ways. In developing a complete system, full use will be made of the Employment Service. However, when necessary, the sponsor should provide additional mechanisms for job development to complement the Employment Service's involvement.

Effective development of job opportunities involves:

1. locating job opportunities,
2. working with employers to expand available opportunities,
3. helping enrollees improve their job-seeking behavior.

Job Development should include the following activities:

1. coordinating, collecting and classifying all job orders,
2. disseminating information to staff and enrollees concerning current job opportunities for enrollees,
3. locating job openings for individual enrollees,
4. conducting an ongoing labor market analysis,

5. conducting an effective public relations program with prospective employers to identify the Rural Youth Program as a source of employees,

6. linkage with an effective follow-up program that will insure continuity of supportive services that benefit both the enrollee and the employer.

Placement

The sponsor shall insure that enrollees have access to existing opportunities for employment, higher education, scholarships, more advanced training and apprenticeship. The major goal of the Rural Youth Program is to provide each enrollee with appropriate placement in work, education, or training.

As in job development, full use of the Employment Services is expected in developing a placement system. However, when necessary, the sponsor should provide additional mechanisms for placement to complement the Employment Service's involvement. The sponsor should provide linkage with job placement offices that serve adjacent rural areas as well as with placement offices in those urban areas to which the rural youths are most likely to migrate.

One aspect of job placement, which should be coordinated with the World of Work component, is preparing the enrollee for his initial contact with the prospective employer. Problem areas to anticipate with regard to a specific employment interview are:

1. the enrollee's attitude toward the job,
2. an understanding of the nature of the work,
3. the salary offered for the job,
4. a realistic concept of short-term and long-term opportunities on the job,
5. the work tools and/or clothes that are needed on the job,
6. the daily work schedule, and
7. enrollee dress for the interview.

Follow-up

The follow-up required in the Rural Youth Program is of two types. The first deals primarily with enrollees who terminate themselves or are terminated from the program because of home problems, police actions, and other problems. The purpose of this type of follow-up is to re-enroll the former enrollee or redirect him to another program that may be of assistance to him.

The second type of follow-up is that required to provide continuity of supportive services to help insure a trainee's success after he is placed on the job, in higher training, or in higher education. It is the sponsor's responsibility to insure that the enrollee who has entered employment or higher education or training has a maximum opportunity for remaining in the job or training. The sponsor will contact each terminated enrollee at intervals for a period not to exceed two years. Appropriate services will be offered to the terminated enrollee to the degree that such services can be provided without additional cost to the project.

WAGES AND HOURS OF PARTICIPATION

Note:

The high proportion of poor Spanish-surname families in the rural Southwest poses a difficult problem for a Rural Youth Program. The research results on which this program is based show that lack of money is very strongly related to dropping out of school and to employability problems. Some form of income supplement is therefore deemed to be an essential part of any program aimed at solving the problems of rural youth in the Southwest.

Rural leaders throughout the nation tend to oppose income supplements for members of low-income families unless the income is tied directly to work. To gain community acceptance for the Rural Youth Program, the program design calls for a work experience component which will serve as a mechanism for providing income supplements. However, in most rural counties, it is not very likely that a sufficient number of work sites can be located to provide income supplements to the high percentage of poor youths in the age group being served.

For this reason, the wages allowed for participating in the nonwork-experience components of this program for rural youths are more liberal than those of preceding programs such as NYC-I and NYC-II which covered both rural and urban youths.

Hours of Participation

Out-of-School Enrollees

Unless otherwise specified in the enrollee's Employability Plan, the out-of-school enrollee will be a full-time enrollee. A full-time enrollee will be scheduled for 36 hours of participation each week, including not more than 12 hours of scheduled work experience. Out-of-school enrollees who, because of part-time employment, part-time school attendance, or special conditions, are unable to enroll full time may be permitted to enroll on a part-time basis. Part-time enrollees will not spend more than one-third of their scheduled program time in work experience.

In-School Enrollees

School-Year. The hours of participation will conform to the following schedule, apart from exceptional cases (not to exceed 5 percent of the total project enrollment) approved by the project director.

Enrollee's Grade in School	Hours Per Week		
	Minimum and Maximum Total Hours of Participation	Maximum in Work Experience	Minimum in Other Components
8th grade	1-5	3	1
9th grade	1-6	5	1
10th grade	2-8	6	2
11th grade	2-10	7	2
12th grade	5-18	10	5

Summer. The summer program will be for two full months. It is intended that all in-school enrollees who are between their junior and senior years in high school will participate in the summer program unless the project director agrees that, in an individual case, there is a valid reason for not participating. Enrollees in lower grades in school can participate in the summer program if they can show financial need that is sufficiently serious that they might drop out of school unless they can supplement their incomes through participation in the summer program.

The hours of participation in the summer program will conform to the following schedule:

Enrollee's Grade in School Last School Year	Hours Per Week		
	Total	Work Experience	Other Components
8th grade	15	12	3
9th grade	18	12	6
10th grade	18	12	6
11th grade	36	12	24
12th grade		no summer program	

Wages

Only those enrollees who are eligible for the program by reason of being economically disadvantaged will be paid for their participation in the Rural Youth Program.

The method for computing wages is the same for all enrollees, both in-school and out-of-school. All hours spent in work experience will be paid at the current minimum wage rate. All other hours spent in project activities that have been approved and scheduled by the project director (except recreational activities) will be paid at 75 percent of the minimum wage rate. Transportation time, up to two hours per day, will be paid at 75 percent of the minimum wage if the transportation is for the purpose of attending a scheduled program activity other than recreation.

In addition, if the economically disadvantaged enrollee is head of a family or household, he shall be entitled to a dependency allowance of $5 per week per dependent (up to a maximum of six dependents) for each week during which the enrollee actually participates not less than 10 hours. Reimbursement for weekly travel costs between home and worksite or pickup point in excess of $5 may be allowed.

Since it is illegal for federal funds to be used for wages or subsidies to wages for productive work in private, for-profit industry, enrollees who are referred to WTI will receive no wages, dependency allowances or transportation credits from the project during such work.

Periods of Enrollment

No out-of-school enrollee shall remain enrolled past his twenty-first birthday or the second anniversary of his enrollment in the Rural Youth Program, whichever comes first.

Ordinarily a person who is in school will not be enrolled in the program unless he states his intent to participate for a full school year (plus a two-month summer program if the enrollee is in Grades 8 to 11 in school).

The following rules will govern termination from the Rural Youth Program:

1. An enrollee can be terminated for maladjustment, but only after the counselor has made at least three attempts to modify or satisfactorily adjust his training plan or his attitude toward the project;

2. An enrollee who takes employment before the end of his training plan shall be terminated if the employment is equivalent to completion of the plan;

3. An enrollee shall be terminated when satisfactorily placed in a job, post-high school educational institution or another training program;

4. When an enrollee is terminated from the project a termination form MA-104 will be prepared.

ADMINISTRATION

Staffing

The positions required and the types of persons needed to fill those positions will vary from project to project. The staffing pattern should be based on such factors as the administrative workload in relation to project enrollment, ratios of supervisors and instructors to enrollees, the types and volume of supportive services to be provided, the types and volume of education and training services to be provided, and the characteristics of the population to be served. All staff whose duties require personal contact with enrollees on a week-to-week basis should be bilingual. (These positions are marked with an asterisk in the list below).

The general types of staff needed are:

1. Project director -- he must be a person who has experience in directing an organization and work program, has demonstrated a capacity to direct staff, handle management problems, and has the ability to deal with bureaucracy at all levels.

2. Fiscal officer -- sponsors of projects funded by the Federal government in amounts of $1,000,000 or more must have an accounting head with a minimum of a degree in business administration and at least five years of practical experience as a comptroller or head of a major accounting group.

3. Coordinator -- he should be a person who has demonstrated his capacity to pull together a variety of resources and persons to meet a variety of needs. He may be expected to coordinate a number of educational efforts or direct a variety of training efforts to meet the needs of individual enrollees.

4. *Specialist -- he should be a person with educational certification or experience who might be utilized in the program in such roles as curriculum specialist, instructor (of classes such as welding, typing, etc.) or supervisor of an adult basic education program.

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5. *Counselor -- A counselor must have completed a full four-year course at an accredited college or university leading to a bachelor's degree in vocational counseling, sociology, psychology, or an allied social science curriculum; or, in addition to having completed a bachelor's degree in a curriculum other than those outlined above, one year of experience demonstrating a knowledge of the special problems of the disadvantaged. A counselor who is employed as a school counselor must meet the certification requirements of the state in which he is going to be a school counselor.

6. *Coach -- coaches are paraprofessional counselors who lack the educational qualifications set forth above. They must have clearly demonstrated an aptitude and capacity to perform leadership work with youth as evidenced by paid or volunteer experience with organizations furnishing services to rural youth.

7. Liaison -- he is a person who acts for the program in dealing with participating agencies, institutions, companies, or groups.

8. Clerical personnel -- clerical personnel serving on the project staff must have qualifications corresponding to those required of employees performing equivalent duties in other private and public organizations in the area in which the project operates.

Project Size

Because of the very flexible eligibility requirements for the Rural Youth Program, a larger proportion of the enrollees will participate in the orientation and counseling aspects of the program than will participate in the training components. Most of the services offered to the majority of the enrollees can be undertaken as group activities. Therefore, a relatively small staff can operate a large project. Sponsors should endeavor to develop projects of a size that will make the most efficient use of staff. This size will vary depending upon the types of individuals being served.

Linkages

State Employment Service

The sponsor will utilize the services of the State Employment Service to the degree possible for job development and for placement services. If the State Employment Service is unable to furnish the needed services in whole or part, the sponsor shall obtain the services from other resources or provide the services by means of project staff.

State Department of Education

One of the aims of this program is to supplement the rural educational system in the areas of counseling, skill training and communication skills. Close linkage must therefore be maintained with the State Department of Education. This linkage may also be instrumental in developing regional or area delivery plans in which arrangements would be made to bus enrollees to Area Vocational Schools, Community Colleges, or other institutions offering technical training and academic training above the secondary school level. Appropriate utilization of this linkage will make it possible to provide skill training opportunities during the summer months.

Manpower Programs

Arrangements for exchange of information and services, including referral of enrollees to other programs, must be established between Rural Youth Program sponsors and the sponsors of other manpower programs such as MDTA, OJT, NYC, JOBS, PSCP, CEP, and Job Corps. The CAMP's organization may be used in the development of these linkages.

Residential Centers

The project sponsor will also consider utilizing existing Manpower Administration or other residential centers or halfway houses. Such arrangements would provide an essential service to enrollees who require temporary separation from the home environment while obtaining practical experience in living and working in an urban environment.

Technical Assistance and Project Monitoring

Sponsors are responsible for providing a continuous program of technical assistance to their subcontractors and participating agencies. This shall include any appropriate form of training designed to increase the effectiveness of subcontractors and participating agencies and their staffs. The sponsors, in turn, may secure technical assistance through their contracting officer.

The project director will continuously monitor the performance of his project, including the activities of subcontractors and participating organizations. Written reports of monitoring visits and the actions taken as a result shall be retained in the project files for inspection and analysis by Department of Labor and project staff.

NAVAJO-PAPAGO INDIAN RURAL YOUTH PROGRAM

FOREWORD

We obtained very few responses to the questionnaires that we sent to Navajo and Papago youths. We were, therefore, unable to obtain reliable firsthand data concerning the factors that affect the occupational success of young Navajos and Papagos. Without such data, it would be presumptuous to write detailed program guidelines that purport to define those components that are most likely to benefit Navajo and Papago youth.

For this reason, the following guidelines are stated in the form of a set of operating principles for programs rather than as a detailed plan for a model program.

The principles that we have set down are based on two sets of information. One of these is the limited objective data that we were able to obtain about the Navajo and Papago populations, the institutions that have been set up to serve these populations, and the economic and physical environments within which these institutions operate. These data were merged with expert opinions, mainly from interviews we obtained with Indian leaders, about the problems faced by their young people. These interviews provided much information about the Navajo and Papago cultures, behavior patterns, beliefs and attitudes and the manner in which these factors interact with the economic, physical and institutional environments of Indian youths. This information also has influenced the following guidelines.

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GENERAL SCOPE OF THE PROGRAM

Two different but coordinated programs are needed; one for youths who stay on the reservation and one for youths who move to urban areas. Because of the sensitivity of the Indian community to any action that can be interpreted as pressuring Indians to leave the reservation, the reservation program should not help in any way with urban preparation. This help should come in the cities after the Indians arrive. The reservation program and the urban program should be closely linked, perhaps to the extent that the urban program is almost an extension of the reservation itself.

There is need for an on-reservation manpower program for youths that is in harmony with traditional values; that will help the youths develop marketable skills; and that will provide practical guidance on ways in which they can apply these skills to help their people.

There is great need for an off-reservation program that will provide a migrant Indian youth with a supportive environment that will allow him/her to make a gradual adjustment to white society. This must include interactions with whites in as many kinds of situations as possible; but it must also allow the youth to have contact with his own people, preferably (as much as possible) with those who have made successful adjustments. The transition into "the world of the white man" should be permitted to develop gradually, but it should not be allowed to develop haphazardly nor at the expense of the youth's losing what is best from his own culture.

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PROGRAM CONTROL

Three facts stand out above all the other findings in our study of Navajo and Papago youths: 1) there are an astounding number of overlapping Federal and State programs that are aimed at helping the American Indian; 2) the American Indian has little to say about the policies of these programs or their mode of operation; and 3) most of these programs have not been very successful in meeting the needs of the American Indian.

There is a strong conviction among the Indians that these programs have not been successful because Indians did not plan them and Indians are not running them.

These convictions have been expressed articulately in the past by Indian spokesmen. As a recent example, in 1971 the National Indian Manpower Task Force submitted a "Position Paper on Indian Manpower Policy" to the Department of Labor. This paper made many specific suggestions for transferring the responsibility for program planning and operation to American Indian leadership.

These arguments appear to have a great deal of validity. Existing manpower programs stress a value system that is not attuned to the cultures of many Indian tribes, as well as concepts that are totally unfamiliar to those who grow up within these cultures. Thus, the fundamental tenets of manpower programs often confuse and antagonize the program participants. Communication gaps exist at the most basic level. And effective communication is essential to the success of any manpower program.

We concur, then, with the belief that, in order to be effective with American Indians, a manpower program must be planned and operated in large part by the Indians themselves. However, Indian tribes differ markedly in their cultures. An urban program run by Indians could be as foreign to the Navajo who moves to that city as would be a program run by whites.

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The Navajo and Papago youths have close emotional ties as well as close family ties to their reservations. When they move to a city they carry with them a set of attitudes and behaviors that are appropriate for dealing with life on the reservation but not very adaptable to successful city living -- and probably not very adaptable to living on many other reservations. Existing programs that are meant to help these Indians in the city tend to ignore the strong attachment these young people have to the "old ways" and do not provide the kind of learning environment they need in order to make a successful adjustment to the city. The youths feel alien in this setting and return to the reservation.

This implies the need for a program, controlled by the Tribal Council which has an on-reservation element and satellite elements in each of the major cities to which Navajo and Papago youths are most likely to migrate.

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Although this Indian participation in planning and administration is essential, our findings imply that it is not sufficient, in itself, to produce an effective program for Navajo and Papago Indian youths. Regardless of who plans a program for these Indian youths, who operates it, or how well the program content fits the cultural background of the participants, the economic and social realities facing Indian youth in the Southwest are so harsh that any manpower program faces immense barriers to success.

The basic problem is that, although many or most Navajos and Papagos would like to stay on the reservations and live pretty much the way their ancestors did, the extremely poor land of the reservations cannot support the increasing populations. And, because the land becomes less productive each year through over-grazing and scarcity of water for irrigation, the reservations are less able each year to support their populations, even without further population growth. There is very little industry, and not enough wage-earning jobs for everyone; consequently, welfare and free-food programs have had to fill the gaps.

Any program that is developed for use on the reservation will have to contend with: small, widely scattered population centers (usually 1 or 2 extended families); bad roads; lack of transportation and of most of the facilities that are available in urban areas (or even in many rural areas).

It does not seem likely that these conditions will change. Therefore, total Federal support of the Indian Youth Program on a permanent basis will be necessary.

The most obvious source of funding is through the Indian Manpower Programs portion of CETA (Section 302 of the Comprehensive Employment and Training Act of 1973). However, we believe that an adequate program can be developed under this Act only if the requirements of Section 105 (Conditions for Receipt of Financial Assistance) are interpreted very liberally. Indian youths require a more gradual and more protected transitional environment than could be provided under an inflexible interpretation of Section 105.

THE ON-RESERVATION ELEMENT

Program Goals

It would be desirable to limit on-reservation goals to: a) teaching useful job skills; b) providing youths with practical experiences that will define for them, in an objective manner, ways in which they can help their people; and c) providing a mode of income distribution among needy Indian youths that will have positive side effects in improved living conditions on the reservation.

Program Components

General Approach

The on-reservation element should mold its components to fit the traditional value system and the activities required by the component should be carried out within a familiar cultural context. Work schedules and supervisory practices should not have to conform to Anglo standards. Perhaps the "outfit" (economic family) concept could be utilized in the on-reservation element, particularly with respect to training youths in the skills needed to manage small businesses. The co-op, which has no owner and no profit, just the advantage of mass buying, is close in concept to the "outfit".

Skill Training

If skill training were limited to preparing youths to fill those jobs that are available on the reservation, the component would be unneeded. Yet, many jobs or services ought to be available on the reservation -- recreation services, transportation, health care, and other public services are badly needed. Skill training should be aimed at these public-service related skills.

OJT and Work Experience

On-the-job training or part-time job slots could involve working on tribal-sponsored projects that improve housing conditions, or learning to manage tribal-sponsored nonprofit co-ops, or improving sanitary or health conditions. Such jobs would teach useful skills, provide youths with objective examples of what they can do to help their people, and provide a mode of income distribution that would have positive side effects in improved living conditions on the reservation.

Linkages

Linkages with Other Programs

Ideally, a thorough study would be made of the various programs that provide services to the Indians. These programs and services would be analyzed with respect to their relevancy to reservation life and to urban life, and with respect to their effectiveness, cost, and acceptability to the Indians. The aim would be to streamline the delivery system, eliminate ineffective or culturally unacceptable components, and restructure the remainder into an on-reservation delivery system and an urban delivery system, both under tribal control.

Such inter-agency cooperation and relinquishment of program control is not likely to happen. Therefore, we must envision a youth program that will operate in a tangle of overlapping and sometimes competing delivery systems that offer services to the participants in the youth program.

One of the primary functions of an Indian-controlled, on-reservation program might be to act as a clearinghouse for these available services, sifting out those that are incompatible with the Indian culture or acting as a force to modify these services to make them more acceptable to Indian youths.

Linkage with the Off-Reservation Element of this Program

A youth should be free to transfer back and forth between the on-reservation and off-reservation elements of the program without any time gaps, without paying his own transportation expenses and without the stigma of having "failed" in the city if he decides to return to the reservation.

This implies close cooperation, effective communications and careful coordination between the on-reservation and off-reservation elements of the program.

This can be achieved best by centralized control of the program at the reservation. The tribe is the obvious unifying force. Its approach will be acceptable to the new migrant because of the influence it has had in shaping the values and beliefs, the behavior patterns and the customs of these youths. If the tribal leaders offer a program that seeks to modify some of these traditional patterns, the youths are more likely to accept the value of such a program than they would if some other group offered the same program.

THE URBAN PROGRAM ELEMENT

Goals

The goal of the urban element of the program should be to provide the Indian youth with the skills and concepts he will need to obtain a job and adjust to city living, but to do this in a manner that is accepting of the true worth of his own tribal background and personal value syste:

The Role of Whites in the Urban Program Element

Many young Navajos and Papagos have been forced to leave the reservations for urban areas to find jobs. And it seems likely that the need for reservation-to-city migration will continue. In the city and on the job they are expected to conform to the white man's value system. Most do not really understand Anglo ways, urban life, etc.: they are very much attached to their families and do not want to become "Anglicized". A program that conforms only to Indian values and Indian ways and that is based on a militant denial of the need to accommodate to the "system" could conceivably have a detrimental effect on the occupational and social adjustment of those participants who must move to a city.

This is not to say that the program should try to Anglicize its enrollees. In fact, the opposite should be the case -- the program should try to teach industry to accept the ways of the Indian. This will require cooperation rather than opposition between the Indian program leaders and the white leaders in the community.

It would be highly desirable to develop a cross-cultural World of Work component that is jointly planned and administered by Indian leaders and white industrial leaders. Hopefully this could lead to a better understanding by industry of the needs of Indian employees, and the provision of a type of sheltered on-the-job training during the reservation-to-city transition period of the program participants.

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The program offices, classrooms and dormitories should not be isolated from the areas in which the white labor force lives. They should not be located in ghetto areas but in healthy, mixed, pospering neighborhoods convenient to public transportation. Hopefully, this could lead to a better understanding and acceptance of the Indian youths by their future co-workers.

General Content of the Urban Program Element

Once an Indian youth has made the decision to move to a city, he must be provided with a new set of skills and concepts. He should be carefully guided from the on-reservation program into an off-reservation satellite program that will focus on the problems of the Indian who must adjust to city living.

Preferably, the satellite program should provide a sheltered dormitory setting in which a gradual learning process can take place without having the youth pressured by the need to find a job right away. This learning should include urban living, shopping, recreation, use of available urban services, and familiarization with urban jobs and urban training and educational opportunities.

There must be training in English and in the Anglo culture. But these should be approached as a foreign language and foreign culture which it is useful to know about, rather than as being "better" than one's Indian language and culture.

Training components should emphasize getting along in the Anglo culture, but from the Indian point of view:

- How the Anglo work system operates
- What jobs and employers best suit Indian needs
- English -- enough to get by
- What compromises are needed to adjust to the work system
- How to fill out application forms

Finally, there is a need to emphasize personal, one-to-one assistance in every aspect of this urban program element. The group approach, of helping each other, would be a logical approach with the new arrival. Later, specialists should be available to act as Ombudsmen: specialists who know what all the federal and local programs provide; individuals who can get the youths to and into the right programs for them. Then, there is a need for personal, one-to-one assistance in applying for jobs and in later follow-up; the Indian youth needs this kind of support to cope with the Anglo work system. He accepts "no" or a nonresponse as final, and does not repeat his job application. He has a great many problems in filling out job application forms, in dealing with job interviewers, and in interpreting the actions of his job supervisor. He needs the close support of an Indian counselor who has successfully mastered the Anglo system and is comfortable in both cultures.